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ABSTRACT

Hard data related to recidivist rates in the State of Washington are not available but testimony offered to a legislative subcommittee suggests that they may be as high as 70 percent. Given this almost desperate situation, the Joint Committee on Education decided in 1969 to investigate the education programs operated in the correctional institutions of the State, in order to discern whether or not these programs are adequately serving the needs of social offenders and society in general. Included in this report are 20 major recommendations resulting from that investigation. Aimed at program improvement, these recommendations cover such points as the need for internships and in-service programs for teachers, and waiver of tuition for inmates attending institutions of higher education. Supporting data are appended. (Author/JS)

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EDUCATION PROGRAMS IN PENAL AND CORRECTIONAL INSTITUTIONS: A REPORT TO THE WASHINGTON STATE LEGISLATURE BY THE SUBCOMMITTEE ON OCCUPATIONAL, ADULT, AND INSTITUTIONAL EDUCATION OF THE JOINT COMMITTEE ON EDUCATION

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GOVERNOR DANIEL J. EVANS
MEMBERS OF THE WASHINGTON STATE LEGISLATURE
AND CITIZENS OF THE STATE OF WASHINGTON:

During the past interim, the Subcommittee on Occupational, Adult, and Institutional Education has concentrated its concern on the need for improved educational programs in the institutions of the State. Primarily, our interest has been centered on the schools for the deaf and the blind, and the penal and correctional institutions. Our visitations and hearings form a background to the recommendations contained in this report. In essence, we suggest that the success of these institutions, particularly those devoted to the purposes of correction, would be measurably improved if more emphasis were placed on educational improvement.

This report, containing our recommendations and considerations, is hereby transmitted.

Respectfully submitted,

Gary M. Odegaard

Gary M. Odegaard, Chairman
SUBCOMMITTEE ON OCCUPATIONAL, ADULT
AND INSTITUTIONAL EDUCATION

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Senator Gary M. Odegaard
Chairman

Dr. William J. Schill
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INTRODUCTION

During the past decade, our society has witnessed a growing concern over the increasing incidence of crime and the seeming inability of correctional institutions to provide programs that return social offenders to their communities as productive, self-fulfilling, and law-abiding citizens. Many of the causes for the growing crime rates relate to problems caused by social inequities and disadvantages and to problems of the judicial system and law enforcement that compel people to elect a life of crime. Nevertheless, the correctional institutions throughout the nation have not done enough to provide the guidance and personal resources necessary to make former social offenders healthy participants in the life of their communities.

A recent study in penology cites the following:

> . . . James D. Bennett, Director of the Federal Bureau of Prisons, and J. Edgar Hoover, Director of the Federal Bureau of Investigation, cite evidence that should alert the public to penology's batting average. Mr. Bennett calls attention to several carefully made samplings that indicate that "at least 55 to 60 per cent of the prisoners leaving prison today will return within five years." In some places, he continues, "the recidivist rate exceeds 70 per cent." Mr. Hoover points out that 70 per cent of the fingerprints of arrested people received by the FBI's Identification Division are of persons who have previous arrests. Hoover directs attention also to the 63.8 per cent repeaters among the men received in federal prisons for sentences of more than one year in 1954. *

Hard data related to recidivist rates in the State of Washington are not available but testimony offered to the Subcommittee suggests that they may be as high as 70 per cent. Given this almost desperate situation, the Joint Committee on Education decided, in 1969, to investigate the education programs operated in the correctional institutions of the State of Washington, in order to discern whether or not those programs are adequately serving the needs of social offenders and society in general. Studies of these issues were conducted by the Subcommittee on Occupational, Adult, and Institutional Education. The Subcommittee held hearings and tours in a number of these institutions throughout the western part of the state. Through testimony, the Subcommittee has received data and information about other correctional institutions in Washington. The following is a report by that Subcommittee to the Washington State Legislature.

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* Alfred C. Schnur, "The New Penology: Fact or Fiction," in Penology, Clyde B. Vedder and Barbara A. Kay, Eds. (Springfield: Charles C. Thomas, 1964) P. 5.

INSTITUTIONAL EDUCATION PROGRAMS

There are over 16 correctional institutions in the State of Washington, operated by the Division of Institutions under the auspices of the recently created Department of Social and Health Services. In 1970 there were over 4,000 inmates in these institutions--1,332 in juvenile treatment facilities and 2,781 in adult correctional facilities. By 1973 the total inmate population is expected to rise to 4,558. (See Appendix A for an outline of these institutions.)

Educational programs are provided in most of the institutions, either by contract with a local school district, other education agency, or by the institution itself. Joint policy guidelines governing these educational programs involving school districts have been adopted by the Office of the State Superintendent of Public Instruction and the Institutions Division. (See Appendix B.)

Teachers in all correctional institutions are certified by the State, either by the Superintendent of Public Instruction's office or by the Division of Vocational Education. The requirements for certification are the same as for the public schools and salaries are comparable. However, the teaching climate is very different because the distribution of personnel within the institutions is heavily loaded in favor of security as compared to teaching--only one in ten employees is engaged in education.

There is considerable hiatus between admission to an institution and enrollment in an educational program. Adults may never enroll and youth are delayed for some time to permit "counseling," which most often means institutionalization. Much of the reception process involves a lengthy introduction of the inmate to the atmosphere and operations of institutions, in addition to extensive testing. Hence, their entry into educational and rehabilitation programs is delayed.

The administrative arrangements for providing education vary widely. In the Monroe Reformatory, for example, the instruction is provided by teachers who are hired by the institution. Elsewhere, the instruction is given by teachers from local school districts. Other institutions use a combination of arrangements, including community colleges, for the education of inmates.

The primary source of funding for these programs comes directly from the budget of the Division of Institutions. However, financial support for the programs operated in conjunction with school districts comes from the budget of the Superintendent of Public Instruction. In addition, some money for tuition and supplies is provided to students sponsored by the Division of Vocational Rehabilitation.

ACADEMIC PROGRAMS

The primary aim of academic education programs conducted in the Department of Institutions is to provide residents with the possibility of obtaining a high school education. Some effort is made to provide modern education innovations for the instruction of these students, but the programs are

handicapped by the nature of the institutions and by a dearth of adequate funding. Self-paced and programmed instruction is discussed widely by the academic education personnel. However, testimony suggests that little is actually done and that the teachers, with rare exceptions, have no preparation in the use of these methods. Academic teachers are recruited into the school districts for work in the Department of Institutions' programs. They receive no special advance preparation for teaching in the institutional setting.

In order to prepare teachers for the difficult job of institutional instruction, in-service or internship programs should be instituted. Such programs would introduce the prospective teacher to the unique education problems posed by the institutional setting and help eliminate prospective teachers who, for whatever reason, might be incompatible with such teaching conditions. In addition, Departments of Education in the State's colleges and universities could develop courses of instruction to be coordinated with in-service or internship programs. The Subcommittee recommends:

RECOMMENDATION NO. 1

That internship and in-service programs be developed for prospective teachers in institution schools. And, that the Council on Higher Education, in conjunction with the Department of Education in the colleges and universities, promote courses to prepare teachers for institutional experiences.

In most instances, though there are exceptions, the academic programs cease at the high school level. Consequently, few educational opportunities are available to those who have completed high school or who do so after entering the institution. There are limited programs with universities and community colleges, but the distances between correctional facilities and educational institutions preclude major expansions of such programs. Study release programs, similar to the work release idea, or half-way houses could be used to bring inmates to educational institutions. Furthermore, there could be more use of correspondence courses, but presently the costs of expanding such use cannot be afforded by the Division. Other states provide such courses at very little expense. The Subcommittee recommends:

RECOMMENDATION NO. 2

That tuition be waived by the institutions of higher education for inmates, and community colleges make use of extension courses to bring education to institutions in their districts. And, that the Division of Institutions expand the use of prisoner release and half-way houses for educational purposes.

Academic training should not be a dead-end. That is, once the person has completed his time in the institution he should, on the basis of his academic training, either have received a degree that is as valuable as anyone else's or have access to other institutions of higher education for continued academic study. Because, in most instances, this is difficult for inmates financially, special provisions will have to be made for former inmates who seek to enter institutions of higher education. This can be done under the programs currently being conducted for the admission of disadvantaged ethnic minority students. The Subcommittee recommends:

RECOMMENDATION NO. 3

That educational institutions, including higher education, provide special programs for former convicts to the programs currently provided for disadvantaged students. And, that the Division of Probation and Parole seek support for programs for parolees that include financial assistance to be used for educational purposes.

The major inducement for the involvement of inmates in educational processes, whether they be academic or vocational, relates to the fact that such involvement can be considered good conduct for parole purposes. Consequently, many inmates do not feel induced to involve themselves in any education programs until it becomes time for the Parole Board to begin considering their cases. In order to encourage the involvement in education processes as soon as the person enters the institution, good conduct points for parole purposes should be given for overall academic attainment while in the institution. The Subcommittee recommends:

RECOMMENDATION NO. 4

That, in order to encourage inmate involvement in education programs, the overall educational attainment achieved while in the institution be considered for purposes of parole evaluations.

VOCATIONAL EDUCATION

The aim of vocational education programs conducted in institution schools is to provide inmates with marketable job skills. This is a difficult enough task to achieve in modern, sophisticated technical schools. It is impossible to do in institutional vocational schools characterized by restrictive offerings, unimaginative teaching, and content of questionable relevance to the job market. Institutional vocational instruction is traditional in content and conducted in poor facilities with limited opportunity for practical application and no opportunity for duplication of actual business and industry practices.

For example, the vocational education program at the Shelton facility includes an electronics training program but almost no work is done on color television or solid state processing because no sets are available for experimentation. The carpentry course involves the detailed building of model houses but no building of real ones. At the Green Hill school there is no offset press for the printing programs.

Models for vocational equipment, facilities, and curriculum are available in the Tacoma Vocational Technical Institute and other vocational schools in Washington. Attempts should be made to provide similar facilities in the correctional institutions. The cost of instruction in the vocational programs should be no less than the costs spent anywhere else. The provision of less than adequate programs condemns the inmates to failure and makes institutional education a frustrating waste of time. There is a need for special funding, similar to the funding of the vocational-technical institutes, if the offerings of the correctional institutions are to be competitive. The Subcommittee recommends:

RECOMMENDATION NO. 5

That the Division of Vocational Education, in cooperation with the Division of Institutions, review, make recommendations about, and accredit vocational programs in the State's correctional institutions.

One of the specific reforms that should be made, in order to enhance institutional vocational offerings is to institute the use of labor-management craft committees for all vocational programs. This is the method used throughout vocational education to guarantee that all programs will be relevant to the job market. The Subcommittee recommends:

RECOMMENDATION NO. 6

That the Division of Institutions and local institutions use bona fide labor management craft committees for each craft in both pre-vocational and vocational programs. And, that if such committees are not adopted by the institutions, they be directed by the Legislature to do so.

A recent announcement by the Division of Institutions indicated the intention to expand the prison industry system. This is an important advance for vocational education because it could allow inmates involvement in realistic job situations and introduce them to the problems involved in producing products, pricing, marketing, and other business problems relevant to successful operation in the outside society. Severe restrictions are placed on the possible development of such a program by RCW 19.20.020, which states in part:

> The selling, offering, keeping, exposing or displaying for sale on the open market within this state of any goods, wares or merchandise manufactured, produced or mined, wholly or in part, by convicts or prisoners, except convicts or prisoners on parole or probation, is hereby prohibited except that, any fair, bazaar or other public gathering of a temporary nature which displays and offers for sale hand crafted articles, may provide adequate space for the display and sale of hand crafted articles manufactured as result of occupational therapy by persons confined to any institution in this state.

Exceptions are later made in the Act for the exchange of institutionally made goods with agencies of State government.

The justification for such a law is outweighed by the need to provide realistic programs for the reduction of crime. One of the primary frustrations of former convicts, and one of the major causes of repeated crime, is that it is extremely difficult for former convicts to find meaningful employment. If anything, ex-convicts should be better educated than most job seekers because of the leisure time available for study and because of the discriminations they must overcome in the outside world.

Nevertheless, no prison industry can be successfully implemented without the deep involvement of the business community and organized labor. This is necessitated in order to prevent overt competition and to provide a better industry program through the knowledge and insights of labor and business leaders. The Subcommittee recommends:

RECOMMENDATION NO. 7

That RCW 19.20.020 be amended in order to allow for the development of meaningful prison industries, after consultation with a committee of business and labor representatives established for this purpose.

In addition to developing industries around educational classes, there should be an attempt to use leisure time in a productive and profitable manner. Such available time can be used to develop programs in creative expression, the arts, and handicrafts. Displays for the sale of such merchandise can be established in the Division of Institutions, state facilities, and elsewhere as arranged on the initiative of the inmates. The Subcommittee recommends:

RECOMMENDATION NO. 8

That the Division of Institutions, in cooperation with other state departments, encourage and support the development of leisure time activities and provide for the sale of products derived therefrom, the profits to go to the prisoners.

Like the academic program, vocational programs should lead to future advancement or employment. This possibility is especially inhibited by the fact that there is no tie-in between the Institution's vocational instruction and apprenticeship programs. This makes the attainment of jobs extremely difficult, for access to skilled trades is difficult to attain without such programs. Presently, programs in vocational-technical institutes are linked directly to apprenticeships and the same should be done in institutional schools. Apprenticeships could be linked to work release programs in order to lead inmates into gainful employment even prior to their release from institutional custody. A program similar to this has been instituted at the Shelton Correction Center. The Subcommittee recommends:

RECOMMENDATION NO. 9

That the Division of Institutions, in cooperation with state and federal apprenticeship agencies, develop agreements with labor and business organizations that will allow inmates' entrance into regular apprenticeship programs before and after their formal release from institutional custody.

The placement of programs within the institutions can lead to problems. The existence of a primary education program at Monroe and none at the Shelton facility, causes first offenders to be transferred from Shelton to the reformatory and to be associated with more experienced prisoners. In order to avoid this development the Subcommittee recommends:

RECOMMENDATION NO. 10

That the education program at the Shelton facility be expanded to include elementary education.

LIBRARIES

Library services are provided to inmates in correctional institutions by contract negotiated under the auspices of the State Library. Such cooperative arrangements sound good but work poorly for the library collections in many of the institutions are poor. Given the age range and the range of educational achievement of the residents, a large and varied library collection seems dictated. Nevertheless, most of the actual collections are small and narrow. This is particularly true when libraries are contemplated as centers of leisure time activity. Furthermore, the libraries have restrictive use and lending policies. The use of check-out procedures, limitations on what can be removed from the library, and restrictions on the hours of library use seem out of place in security facilities when progressive public libraries have abolished their use. In order to improve library offerings and use, the Subcommittee recommends:

RECOMMENDATION NO. 11

That institutional library use and lending policies be reviewed and liberalized. And, that the Washington State Library Commission review institutional library programs and recommend what might be done in order to guarantee that they meet minimum American Library Association standards.

INSTITUTIONALIZATION AND EDUCATION

Institutional processes do effect the personality of inmates and institutional rules can have an educational affect. For example, one of the common problems experienced by people who are placed in the custody of the Division of Institutions is that they have poor reading and writing skills. Some efforts have been made to discourage the writing of correspondence for security reasons. One way to encourage the development of written language skills would be to encourage the use of the mails. A recent directive, issued by the Division of Institutions, liberalizes the mail restrictions by eliminating censorship except for the strictest of security reasons. Nevertheless, other security restrictions can also have a debilitating effect on inmate education.

Recent directives issued by the Division have reformed a number of security regulations. However, some of the institutions have more personal freedoms than others. The Subcommittee commends the Division for its recent reforms and hopes that others will be considered. For example, inmates should continue to be allowed individuality in rooms and apparel and they should be made more responsible for the business operated within the institutions. The Subcommittee recommends:

RECOMMENDATION NO. 12

That the Division of Institutions continue to review all security regulations with a view toward improving the educational atmosphere in correctional institutions and make modifications where necessary and possible.

One of the roles that is particularly difficult for inmates to maintain in institutions is that of sex. Unlike many other western countries, Washington and the rest of the United States make no provisions for the families of residents to live close by the correctional institutions and no provisions for released weekends or for conjugal visits. For the most part, the staffs of the institutions are segregated by sex, and there is little opportunity for the inmates to develop or maintain the role playing that is important to sexual identity. Though this matter has implications that go beyond the scope of the educational programs, it does have educational effects. Therefore, the Subcommittee recommends:

RECOMMENDATION NO. 13

That the Legislative Council study the possibility of establishing weekend release and conjugal visit programs for inmates. And, that they also review the possibility of integrating staffs in correctional institutions by sex.

RECREATION

Facilities established for inmate recreation are generally good, but restrictions on their use often hamper their overall effectiveness. For example, the Monroe Reformatory has a large gymnasium which is used for only half a day. There is no physical education director there and the use of facilities is, consequently, limited.

Furthermore, much of the recreation program encourages team sports, which will be of little use to inmates following their release. Attempts should be made to encourage more use of such forms of recreation as bowling and golf, because they have more potential benefit for the resident. Organized physical education programs should be instituted where they do not now exist in order to enhance the recreational opportunities available to inmates. The Subcommittee recommends:

RECOMMENDATION NO. 14

That full use be made of all available recreation facilities and that physical education programs be established for all correctional institutions. And, that inmates be encouraged to learn recreational skills that will benefit them following release.

INSTITUTIONAL EDUCATION PROGRAM COORDINATION

Much of the institutionalization process is punitive rather than productive. The essential thrust of this report is that correctional institutions should be primarily educational in nature aimed at providing the tools needed by inmates for the development of healthy social involvement following their release. For this to be done, the Division of Institutions and other state agencies or private groups should assess their role with a view toward determining what part they might play in the development of an overall program for the improvement of institutional education. Any group or agency that can have a positive effect on the educational achievement of prison inmates should

be involved. It is suggested that in order to solve the problems of institutional education an advisory group be established to coordinate the overall academic and vocational programs that are conducted in the Division, ranging from opening day contact with the client to the final contact through the process of probation and parole. On this advisory board there should be representation from the Division of Social and Health Services, the State Board for Community College Education, the Superintendent of Public Instruction, the Coordinating Council for Higher Education, the Division of Vocational Education, the Division of Vocational Rehabilitation, the Department of Labor and Industries, former inmates, representatives of labor and business, and the general public. Each of these groups has a part to play in the educational environment of convicts and an attempt should be made to coordinate their activities. The Subcommittee recommends:

RECOMMENDATION NO. 15

That the Division of Health Services establish an overall coordinating body for the review and coordination of services for inmates, including representation from the State Board for Community College Education, the Superintendent of Public Instruction, the Coordinating Council for Higher Education, the Division of Labor and Industries, the Division of Vocational Education, the Division of Vocational Rehabilitation, former inmates, representatives of labor and business, and the general public.

PROBATION, PAROLE AND JOB PLACEMENT

Upon release, the former residents from all the institutions find themselves in the same untenable situation. They must compete for skilled jobs with minimal preparation and without adequate guidance or placement assistance. Parole service is more a periodic check on their behavior rather than a help in adjusting to the outside world. They must return to the same haunts that generated the behavior that led to their incarceration. Without work it is inevitable that they will revert to old behavioral patterns. Consequently, high recidivism rates should be expected. Even with the checks made by parole officers, there is little reliable data on what happens after release and no data which might help to assess the viability of institutional education so that the value of various programs could be determined. Lack of an extensive placement service is a particularly serious handicap. The Subcommittee recommends:

RECOMMENDATION NO. 16

That a new section be established within the Division of Probation and Parole to provide expanded counseling services and job placement for former inmates of the State's correctional institutions.

Even were the State to exercise broader initiatives in the attempts to find jobs for former inmates, the restrictions placed on the jobs that they can hold limit the overall possibility of their attaining work, particularly in the professions. For example, State law restricts the hiring of former criminals in the following areas:

Architecture	RCW 18.08.200
Chioropractic	RCW 18.25.050
Dentistry	RCW 18.32.230
Opticians	RCW 18.34.090
Embalmers and Funeral Directors	RCW 18.39.180
Practical Nurses	RCW 18.78.130
Registered Nurses	RCW 18.88.230
City Firemen	RCW 41.08.080
City Police	RCW 41.12.080
Sheriff's Office	RCW 41.14.110
Driver's Training Schools	RCW 46.82.050
Director or Officer in an Insurance Business	RCW 48.05.140
Liquor Licenses (for 5 years after release)	RCW 66.24.010
Make Explosives	RCW 70.74.110
Sell Explosives	RCW 70.71.130

Because of these and other restrictions, the Subcommittee recommends:

RECOMMENDATION 17

That the Division of Institutions and the Department of Social and Health Services review hiring restrictions placed on former convicts by State law or action of governmental agencies and make recommendations for their elimination where feasible.

Before the problems of repeated criminal behavior can be eliminated, the attitudes of society must be altered and many of the barriers that former inmates must hurdle need to be removed. Government can play an affirmative role in this process by taking a positive attitude toward the employment of former convicts. Government employment practices should be reviewed and altered in order to make it easier for ex-convicts to obtain employment. The Subcommittee recommends:

RECOMMENDATION NO. 18

That all governmental agencies in the State review and alter employment practices in order to make expanded job opportunities available to former inmates.

Even juveniles who seek to return to school following incarceration encounter attitudes and restrictions that mark them for failure. Testimony received by the Subcommittee suggests that school districts or school authorities make it quite clear that former residents of correctional institutions are not welcome in their schools. That this is harmful to the educational opportunities of these students should be self-evident.

Currently, the Joint Committee on Education is considering proposed legislation mandating the protection of the substantive rights of students. That legislation should include provisions that outlaw discriminations against students merely because they have served time in correctional institutions.

The Subcommittee recommends:

RECOMMENDATION NO. 19

That the proposed substantive rights for students legislation be amended to include the protection against discrimination because of previous condition of incarceration.

Presently, competitive school athletic programs in the State are controlled by the Washington Interscholastic Activities Association. The residence rules established by this organization, aimed at preventing recruitment of athletes by schools, frequently preclude athletic competition by students who have changed their residences because of their placement under the custody of the Division of Institutions. Because the involvement in sports often acts as an inducement to educational advancement, the Subcommittee recommends:

RECOMMENDATION NO. 20

That the Washington Interscholastic Athletic Association alter its rules in order to waive residency requirements for students forced to change residences by being placed in the custody of the Division of Institutions.

APPENDIX A

OFFICE OF JUVENILE REHABILITATION

Over the last several years, shifts in the average daily population of the residential treatment facilities of the Office of Juvenile Rehabilitation have been highly related to the capacities of these facilities. Average daily population--a function of admission rate, release rate, and length of stay--has been at, and sometimes above, facility capacities in recent years. The rate of admission has forced releases to occur before the optimum length of stay for juveniles has been reached. Exceptions to this condition occurred only when new residential treatment facilities were opened and until they reached capacity. Because the capacity of residential treatment facilities grew fairly steadily and pressure from a high admission rate always kept facilities at capacity, linear regression methods were acceptable for projecting future average daily populations.

Administrative and legislative intervention, in the form of the Probation Subsidy Program adopted by the 1969 session of the Washington State Legislature and approved by the Governor, has resulted in a marked decrease in the number of commitments of juveniles to the Office of Juvenile Rehabilitation fr the juvenile courts. As a result, linear regression methods of projecting future average daily populations are no longer satisfactory. The best estimate available at present is that a 30% reduction in first and recommitments from the projections derived through application of the linear regression method will be experienced. At the same time, because of anticipated changes in characteristics of the committed juveniles, it is expected that the rate of parole revocations will remain equal

to estimates derived through the use of linear regression methods. In short, it is expected that admissions to residential treatment facilities will be somewhat lower in fiscal year 1971 than they were in fiscal year 1970, but will again increase slowly.

This reduction in admissions will not, however, produce a concomitant reduction in the average daily population of residential treatment facilities. In most instances, residential treatment facilities will take advantage of the reduced admission rate to provide a somewhat longer length of stay for juveniles, thereby temporarily slowing the rate of release from the facilities.

Given the estimated reduction in admissions to Juvenile Rehabilitation residential treatment facilities and different patterns of use of the facilities due to Probation Subsidy, and administrative intervention in modifying the length of stay of juveniles in different facilities, not all facilities will show the same patterns of change in average daily population. Table 1 presents the actual average daily population for residential treatment facilities during fiscal year 1970 and projections of average daily population in these facilities for fiscal years 1971, 1972, and 1973.

The average daily population of juveniles under parole supervision is dependent upon the same factors that affect residential treatment facilities. The admission rate for parole services, however, includes additions to juvenile parole supervision through interstate compact agreements with other states in addition to commitments from juvenile courts in Washington. It should be noted that the average daily population for Juvenile Parole Services includes not only those

juveniles who are being supervised in the community, but also those juveniles who are under commitment and in residential treatment facilities or in group homes. The group home program, established to provide community living for juveniles who no longer require residential care but for whom there is no available community placement, has operated at capacity in the past and is projected to continue operating at capacity.

In Centers for Youth Services, the average daily population (or average number of cases open per day for the fiscal year) is largely a function of the amount of professional time available to work with cases. It is a widely accepted fact that in most community treatment programs, the growth and use of the programs parallels growth in the ability of programs to provide services.

TABLE 1

OFFICE OF JUVENILE REHABILITATION

Average Daily Population Data for Fiscal Year 1970 and
Average Daily Population Projections for Fiscal Years 1971, 1972 and 1973.

	Fiscal Year			
	1970	1971*	1972*	1973*
Treatment Facilities	1,332	1,243	1,278	1,304
Cascadia	190	199	207	210
Fort Worden	180	171	181	187
Maple Lane	195	155	155	155
Green Hill	206	187	187	187
Echo Glen	213	194	198	200
Cedar Creek	86	82	85	86
Naselle	117	100	104	108
Mission Creek	58	52	53	57
Spruce Canyon	61	53	55	57
Indian Ridge	19	50	53	57
Juvenile Parole Services	3,035	3,084	3,055	3,092
Group Homes	52	62	66	75
Centers for Youth Services	867	884	914	944

*Estimates

OFFICE OF ADULT CORRECTIONS

The average daily populations in adult correctional institutions dropped from 3,072 in 1967 to 2,646 in 1969. In 1970 the population rose again to 2,751, beginning an upward trend which is expected to continue through the biennium. This trend appears to be consistent with a history of regular cyclic six-year variations.

There are a variety of current factors to justify the expectation of a marked increase in the institutional population. The rapid growth of urban areas in the State, the recent increase in unemployment, staff additions in the police force and increased arrest rates, streamlining of the judicial process and the appointment of eleven justices to the new appellate court are among the more frequently cited developments. Further, the passage of House Bill 888, which provides for emergency detention of potentially dangerous individuals who are awaiting trial, now accounts for about 70 commitments a year. Early in 1971, the new Women's Correction Center will be opened which will increase capacity by 170 beds. The expected bed capacity in 1973 will be 3,305, including those in the new Women's Center.

It is the policy of Adult Corrections to avoid exceeding 90% of the bed capacity when possible. Overcrowding has been found to result in a greater number of rule infractions and increases the possibility of riot. Overcrowding also hampers efforts to place inmates in rehabilitative programs. The population projections in Table 2 indicate that the 90% occupancy level may be exceeded in 1973. However, there are additional beds available in hospital units, etc., which are not counted in the bed capacity since inmates occupying

them are expected to return to their original quarters. These extra beds may be used to absorb temporary population excesses. The State Reformatory and the Honor Camps will be operated at essentially fixed levels since admission to these agencies is controlled by Washington Corrections Center.

One of the problems has been that there are many prisoners livin in maximum security quarters who would do well in medium or minimum security situations if space were available. For instance, when the 64 beds allocated to women at the Penitentiary are vacated, geriatric and mentally ill prisoners will be moved to that space, freeing maxim security beds in the hospital unit. However, there is an expressed need for more minimum security quarters to house those eligible for Work-Release programs and others who do not need intense supervision.

It is expected that the population at the new Women's Correction Center will increase rapidly. Initially, it will be inhabited by the 78 women now at the Penitentiary. Additional residents will be acqui through Interstate Compact and the courts will be inclined to sentenc more women when an adequate facility for them is available.

TABLE 2

OFFICE OF ADULT CORRECTIONS

Average Daily Population Data for Fiscal Year 1970 and
Average Daily Population Projections for Fiscal Years 1971, 1972 and 1973

	Fiscal Year			
	1970	1971*	1972*	1973*
Adult Correctional Facilities	2,781	3,057	3,150	3,254
Corrections Center				
Institution	405	441	475	475
Reception	192	205	220	220
Combined	597	646	695	695
Reformatory	686	703	703	703
Penitentiary	1,304	1,387	1,387	1,481
Washougal Honor Camp	58	60	60	60
Clearwater Honor Camp	59	75	80	80
Larch-Okanogan Honor Camp	77	85	85	85
Women's Correction Center	78	95	140	150

*Estimates

APPENDIX B

SUPERINTENDENT OF PUBLIC INSTRUCTION AND DIVISION OF INSTITUTIONS
AMENDMENT CONCERNING EDUCATION

TESTIMONY OF MR. THOMAS PINNOCK, DEPUTY DIRECTOR, DEPARTMENT OF INSTITUTIONS

GUIDELINES FOR IMPLEMENTATION OF EDUCATIONAL PROGRAMS IN STATE INSTITUTIONS--LOUIS BRUNO, STATE SUPERINTENDENT OF PUBLIC INSTRUCTION, AND GARRETT HEYNS, DIRECTOR OF DEPARTMENT OF INSTITUTIONS

FOREWORD: In recent years the Department of Institutions and the Office of the State Superintendent of Public Instruction have jointly assumed responsibility for the education of juveniles committed to state institutions. For the provision of educational facilities and supplies, for the selection of personnel, and for the creation of administrative policy acceptable to both agencies and their authorized personnel, the two agencies deem it advisable to provide assistance in these areas by adopting guidelines available for the implementation of the educational processes which are the special functions of the several institutions of the State.

In order for any set of guidelines to be effective, it is necessary for the superintendent of the institution and the superintendent of the school district to have a mutual understanding of the scope of the educational program and of their respective areas of responsibility. The following guidelines are offered to assist in this mutual understanding.

A. PROGRAM DESIGN

1. ADAPTATION TO STUDENT PERSONNEL

The educational program carried on within a state institution should be at the educational level of the pupils involved. The educational program should parallel the curricula in the common schools as closely as it is feasible, thus assuring as easy a transition as possible into the normal social pattern for those students who can and do return to society.

2. FACILITIES AVAILABLE FOR THE EDUCATIONAL PROGRAM

The institution should provide the building(s) necessary to properly house the educational program, together with the basic furniture, cupboards, blackboards, bulletin boards, etc. As expansion becomes necessary, the institution should accept the

responsibility for providing adequate housing and furnishings. The institution has responsibility for janitorial service and building maintenance, including repair and/or renovation.

3. PERSONNEL REQUIREMENTS

Through agreement with the superintendent of the school district and the superintendent of the institution, a sufficient number of qualified teachers should be engaged to properly implement the educational phase of the treatment programs within the institution. According to agreement between the superintendents, sufficient administrative personnel should be provided to adequately serve the liaison function within the total institutional program as well as to direct instructional services.

4. BUDGET PREPARATION AND ADMINISTRATION

It is recommended that the superintendent of the district and the superintendent of the institution discuss their respective budgets for the educational program with each other and agree upon the proper responsibility. Each budget will be processed through established channels.

B. PERSONNEL ADMINISTRATION

1. EMPLOYMENT PROCEDURES

a. Administrators

It is recommended that when a principal for the educational program is to be chosen, the superintendent of the school district do the recruiting and both superintendents be in agreement upon a candidate before he is employed. Because the role of the principal is that of implementing the adopted policies for the operation of the educational program, it is essential that there be agreement between the two superintendents and the principal as to authority to be delegated and responsibilities to be assumed.

b. Teachers

It is recommended that the superintendent of the school district recruit new teachers, but that the principal also interview each new candidate, both for the regular academic year and for the summer session, if such is to be held at an institution. It is recommended that each position be filled by the best qualified candidate available. When it is deemed practical and advisable, arrangements should be made for candidates to be interviewed by the superintendent of the institution. Teachers and other school district personnel employed to serve in the institution shall receive all benefits and shall comply with policies adopted by the board of directors of the employing school district.

It is recommended that adequate time be provided for both administrators and teachers to assure professional growth. Such professional growth requirements shall be within the established policies of the school district. Adequate vacation time should be provided for staff members teaching summer terms as well as regular terms.

No teacher should be engaged by the school superintendent for his district by being promised a summer position at the institution. The best qualified instructors should have an opportunity to apply for positions open for summer sessions regardless of assignment during the regular school term.

2. ROLE OF THE PRINCIPAL

The role of the principal is that of implementing the adopted policies of the administrators. It is recommended that these policies be developed by joint action of the superintendents and the principal. It devolves upon the principal to develop a program of instruction which will best meet the needs of the students served.

It is recommended that the principal serve in the role of department head, and be expected to attend all department-head meetings called by the superintendent of the institution. He, or his delegated representative, should serve on all review boards, honors committees, etc.

The principal should serve as chairman of, or be present at, teachers' meetings. Here he serves as the representative of the administration of the institution and of the school district. He should assume the role of educational leader for teachers, guiding them into a better understanding of their several roles relating to the treatment function of the educational program as it is administered within that institution.

To implement the designated treatment function, it is recommended that the principal be responsible for obtaining the necessary reports from teachers about students.

It is recommended that the principal make personnel reports on each member of the teaching staff in line with the practices established for the school district. If further evaluation be deemed necessary, it should be made according to terms agreed upon between the superintendent of the school district and the superintendent of the institution. Although teacher evaluation reports are considered confidential information for the files of the school district, they should be made available to the superintendent of the institution upon his request.

3. EMPLOYER - EMPLOYEE RESPONSIBILITIES

It is the responsibility of the school district to establish curricula and carry on all instructional procedures. In addition

to the fulfilling of accep ed academic standards, the curriculum should include offerings designed to meet special needs in line with objectives of the institution. In all other matters, rules and regulations are determined by the administrator of the institution, and all employees, including principal and teachers, are responsible to the superintendent of the institution within the limits of professional responsibilities.

It is recommended that the superintendent of the institution, the superintendent of the school district, and the principal meet at frequent intervals for the purpose of evaluating the philosophy of the educational program, the goals established, the utilization of personnel, and the effectiveness of the program. It is suggested that such available qualified personnel as may contribute to planning or evaluating be utilized to the fullest extent. It is further suggested that the principal keep the educational staff informed of impending changes so that there will be a smooth continuity in the educational program consistent with the treatment program of the institution.

It is recommended that the principal be the representative of the institution for the purpose of interpreting to each teacher the whole program of that institution. He should interpret the responsibilities to be assumed by each teacher in his particular position and be assured that teachers understand the relationship of their assignments to the treatment procedure in the institution.

When a teacher is remiss in his assignment, it is recommended that the principal be responsible for the resolution of the problem. If such breach of accepted practice on the part of the teacher demands reassignment or dismissal, such reassignment or dismissal shall be implemented by the joint action of the principal, the superintendent of the district, and the superintendent of the institution within the scope of legal provisions relating to teacher tenure. The superintendent of the institution should be kept informed of such proceedings.

Each teacher shall be responsible for providing the necessary information to the principal for such reports as are required for the operation and implementation of the treatment program within the institution.

It is further recommended that teachers accept full responsibility for the discharge of such extracurricular duties as may be assigned them by the principal if such duties fall within the professional limitations of their positions.

4. ADMINISTRATIVE CONTROLS OF PERSONNEL

It is recommended that the teaching personnel be under the direct supervision of the principal. The principal, as a departmental head, shall be responsible to the superintendent of the institution for the educational program as it pertains to the treatment process. The principal, as head of the educational establishment,

shall be responsible to the superintendent of the school district for the teaching personnel and their educational procedures. The principal shall be responsible to the superintendent of the district and to the superintendent of the institution for inventories and required reports relating to the operation of the school.

5. PERSONNEL REPORTS FOR THE TREATMENT PROGRAM

It is recommended that the principal be responsible for providing reports on students which are necessary for proper evaluation of progress made. Most reports from the educational establishment will come from the teachers involved and will be forwarded through the principal to the designated official of the administrative staff of the institution, thus complementing other departmental reports pertaining to the case in point.

6. SECRETARIAL ASSISTANCE

It is recommended that the two superintendents provide the principal with sufficient secretarial help to adequately care for the volume of clerical and secretarial work which is essential for the smooth flow of procedures.

The secretary to the principal who is responsible for schedules, class attendance reports and duplication of educational materials should be included in the budget of the school district. All other clerical and secretarial services should be provided by the institution.

C. INSTRUCTIONAL MATERIALS REQUIRED

1. PROVISION OF MATERIALS

Expendable supplies normally furnished by parents for students in the local school district should be provided by the institution. All other expendable supplies used in the educational program should be provided and maintained by the school district.

Equipment necessary for implementation of the adopted curriculum such as typewriters, projectors, movable laboratory equipment, art equipment, band instruments, etc., will be furnished by the Department of Institutions in all new facilities. Replacements and additional equipment should be furnished by the school district. The school district is responsible for the establishment, maintenanc and replacement of textbooks and library materials. The institution should provide and maintain all furniture and built-in equipment.

2. INVENTORY CONTROL

It is recommended that the principal, at regularly stipulated intervals, provide the two superintendents with an accurate inventor of the educational equipment together with recommendations regardin repair and replacement needs.

3. BUILDING MAINTENANCE

The principal should provide the superintendent of the institution with recommendations regarding building maintenance and renovation.

D. POLICY FOR REDRESS

When problems involving educational staff members become apparent, it is recommended that the principal take such immediate action as is deemed advisable. Occasions may arise which would make it tenable for the principal to seek the advice of the two superintendents. Should a situation develop which would necessitate a change in assignment of a teacher, the school superintendent and/or the principal should be the reassigning officer(s).

Should the teacher so involved in reassignment or dismissal wish to challenge the decision reached by the principal and the superintendent, the normal avenue of redress is open for the teacher to carry his case to the board of directors of the school district. If the services of a teacher are unsatisfactory, the administrators of the school district and the administrators of the institution should endeavor to resolve the difficulties. If it is deemed advisable that the contract of a teacher not be renewed, provisions of RCW 28.67.070 shall obtain. If the immediate discharge of a teacher is to be effected, provisions of RCW 28.58.450 shall obtain.

"28.67.070 Conditions and contracts of employment--Nonrenewal of contracts. No teacher shall be employed except by written order of a majority of the directors of the district at a regular or special meeting thereof, nor unless he is the holder of an effective teacher's certificate.

"The board shall make with each teacher employed by it a written contract, which shall be in conformity with the laws of this state. Every such contract shall be made in duplicate, one copy of which shall be retained by the school district clerk or secretary, and the other shall be delivered to the teacher, after having been approved and registered by the county superintendent.

"Every teacher, principal, supervisor, or superintendent holding a position as such with a school district, hereinafter referred to as "employee," whose employment contract is not to be renewed by the district for the next ensuing term shall be notified in writing on or before April 15th preceding the commencement of his employment which notification shall specify sufficient cause or causes for nonrenewal of contract. Such notice shall be served upon the employee by certified or registered mail, or to the teacher personally, or by leaving a copy of the notice at the house of his usual abode with some person of suitable age and discretion then resident therein. Every such employee so notified shall, at his or her request made in writing and filed with the clerk or secretary of the board of directors of the district within ten days after receiving such notice, be granted opportunity for hearing before the board of directors of the district, to determine whether or not the facts constitute sufficient cause

for nonrenewal of contract. Such board upon receipt of such request shall call the hearing to be held within ten days following the receipt of such request, and shall at least three days prior to the date fixed for the hearing notify the employee in writing of the date, time and place of hearing. The employee may engage such counsel and produce such witnesses as he or she may desire. The board of directors shall, within five days following the conclusion of such hearing, notify the employee in writing of its final decision either to renew or not to renew the employment of the employee for the next ensuing term. Any decision not to renew such employment contract shall be based solely upon the cause or causes for nonrenewal specified in the notice to the employee and proved and established at the hearing. If such notification and opportunity for hearing is not timely given by the district, the employee entitled thereto shall be conclusively presumed to have been reemployed by the district for the next ensuing term upon contractual terms identical with those which would have prevailed if his employment had actuall been renewed by the board of directors for such ensuing term: PROVIDED, That in union high school districts the written notification and opportunity for hearing shall be given on or before April 30th preceding the commencement of the next ensuing term."

"28.58.450 Discharge of teacher--Notice--Probable cause--Hearing--Decision. Every board of directors determining that there is probable cause for the discharge of a teacher, principal, supervisor, or superintendent shall notify such employee of its decision, which notification shall specify the probable cause for discharge. Every such employee so notified shall, at his or her request made in writing and filed with the clerk or secretary of the board of directors of the district within ten days after receiving such notice, be granted opportunity for hearing before the board of directors of the district, to determine whether such request shall call the hearing to be held within ten days following the receipt of such request, and shall at least three days prior to the date fixed for the hearing notify such employee in writing of the date, time and place of the hearing. The employee may engage such counsel and produce such witnesses as he or she may desire. The board of directors shall within five days following the conclusion of such hearing notify such employee in writing of its final decision. Any decision to discharge such employee shall be based solely upon the cause for discharge specified in the notice of probable cause to the employee and established by a preponderance of the evidence at the hearing to be sufficient cause for discharge.

"In the event such notice and opportunity for hearing is not timely given by the district, or in the event cause for discharge is not established by a preponderance of the evidence at the hearing, such employee shall not be discharged for the duration of his or her contract.

"If such employee does not request a hearing as provided herein, such employee shall be discharged."